





THE FORT POINT CHANNEL AREA
A Planning and Development Study

City of Boston Kevin H. White, Mayor

Boston Redevelopment Authority Robert F. Walsh, Director

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THE FORT POINT CHANNEL AREA HAS THE POTENTIAL OF BECOMING THE SITE OF ONE OF THE LARGEST PUBLIC AND PRIVATE DEVELOPMENT PROGRAMS IN BOSTON'S HISTORY.

THE PUBLIC AND PRIVATE PLANNING PROPOSALS PRESENTED IN THIS REPORT CALL FOR AN INVESTMENT IN EXCESS OF \$300 MILLION WHICH WOULD RESULT IN NEW TAX REVENUES TOTALING OVER \$10 MILLION A YEAR. A MORE IMPORTANT RESULT OF THIS INVESTMENT WOULD BE THE CREATION OF OVER 9,000 PERMANENT JOBS.

PUBLIC INVESTMENT IN DIRECT SUPPORT OF THE DEVELOPMENT OF THE AREA WOULD EXCEED \$36 MILLION. OF THAT SUM, ONLY \$14 MILLION WOULD COME FROM CITY FUNDS. THIS MEANS THAT EACH \$1 MILLION IN CITY FUNDS WOULD GENERATE OVER \$19 MILLION IN PRIVATE INVESTMENT.





INTRODUCTION AND SUMMARY



I INTRODUCTION AND SUMMARY

This document is a planning study of the Fort Point Channel Area of Boston which has a high potential for the future of the City. Consisting of over 300 acres advantageously located adjacent to Boston's downtown business and commercial center, the Fort Point Channel Area is beginning to experience new developer interest. Much of this land is vacant or underdeveloped. In addition to its in-town location, the area's attractiveness for development results from good waterfront views, concentration of large parcels of land in single ownership, and proximity to rail transportation facilities at South Station.

Inadequate car and truck access has been the largest roadblock to the development of the area east of the Fort Point Channel. Today, planning is well underway to remove this barrier. Major transportation improvements, including the Seaport Access Road and the new Northern Avenue Bridge, are expected to be in operation by 1982. Major landowners in the Fort Point Channel Area are beginning to update their plans and evaluate financing possibilities so that their new development will be well along by the time the new roads are opened. Approximately 10 to 12 years later, the depressed Central Artery will be opened if the decision to go ahead with the southern and central sections is made on schedule. Another surge of development can be expected to follow with the removal of the elevated structure which forms a physical and psychological barrier between the Fort Point Channel Area and downtown.

Fortunately, all this is taking place in an area where the City of Boston is in a position to exercise major control over the development. Much of the land where developer interests are centered is currently zoned W-2, a restrictive zone designed to promote uses related to water-borne commerce and other commercial port activities. Other land is zoned for manufacturing.



The City will have the final say on the location and nature of the new access routes, especially the Seaport Access Road. The exact alignment, the location of intersections, and even the scale of the road have an important impact on the nature of the future development occurring in this area. The City claims even more direct control over the parcels of land owned by the Penn-Central Railroad which are now for sale. The Penn-Central owed Boston more than \$17 million in back taxes when it went into bankruptcy, and the City has placed a lien against the sale of the land.

Goals for Development

Land for new development is scarce in Downtown Boston. The Fort Point Channel area with its large vacant tracts, large parcels under single ownership, and proximity to downtown and the waterfront represents a rare and valuable resource. It is important that the City make every effort to assure that development in the Fort Point Channel Area makes a maximum contribution toward achieving the City's goals. These goals include the following:

- I. Maximize number of jobs suitable for Boston's resident labor force.
- Maximize the property tax return to the City.
- Provide sites for uses that are important to the City and which are difficult to locate elsewhere.
- 4. Minimize requirements for new public facilities or services.

Description of Fort Point Channel Study Area

The study area includes approximately 300 acres of land located on both sides of the Fort Point Channel. Some 40 acres are on the west bank of the Channel separated from Boston's downtown by the six-lane Central Artery. The southern portion has been or is being redeveloped, and includes the South Station Transportation Center, the new Stone and Webster and Federal Reserve Bank Buildings. The transportation complex in South Station is the last major development currently planned for the area.



The remaining land on the west side of the Channel contains surface parking lots and medium-sized commercial buildings. Some of the parking lots and the Sheraton Office Building would be demolished if the Central Artery is placed underground.

The east bank of the Channel contains 256 acres of land, created by land-fill during the expansion of Boston as a trading and manufacturing center in the 19th century.

The major structures on the east side are related to warehousing, offices and light manufacturing on land owned by Town and Cities Properties, Inc.; restaurant and exhibition space, large parking lots and piers on property owned by Anthony Athanas; and the underutilized rail yards on Penn-Central land.

Land Ownership and Current Development Proposals

The majority of developable land in the Channel area is controlled by three owners. Anthony Athanas privately owns the northern-most section. Town and Cities Properties, Inc., controls a large number of warehouses and manufacturing buildings between Northern Avenue and Melcher Street, plus a large nearly vacant parcel south of Melcher. The Penn-Central Railroad is trying to sell several parcels of former rail yards running along the eastern edge of the study area. Gillette, the fourth major landowner, plans no major changes in property use and has no significant area available for new development.

Sludy Recommendations

The following paragraphs summarize the main recommendations of the Fort Point Channel Area Planning Study. The recommendations are organized geographically moving from west to east. The subsequent list details the recommendations and outlines how the City can encourage and influence development in the Fort Point Channel Area through investment in necessary public infrastructure and effective use of zoning and other land use controls.

The study recommends that traditional downtown uses, especially major office buildings, be encouraged only on the western or downtown side of the Channel. Fort Point Channel itself should be cleaned up, along with development of its potential as an attractive addition to the City's landscape.

To the greatest extent possible, land along the water on both sides of the Channel and along the section of Boston Harbor within the study area should be developed as a public walkway connecting small waterfront parks.

This attractive waterfront setting would enhance major new development along the east bank of the Channel and north of relocated Northern Avenue. The new development should contain a mixture of uses including residential, commercial, hotel, tourist attractions, and would be located in new and rehabilitated structures. A possible site for a new sports arena-convention center complex is suggested along the Channel south of Melcher Street, if resolution of traffic and parking problems can be achieved.

Moving east from the area immediately adjacent to the waterfront, upgraded office and industrial development including printing, graphic arts, and other service industries should become predominent uses. The former Penn-Central railyards provide attractive sites for major new industries, fleet service facilities, and warehouses.

- The Seaport Access Road and the new Northern Avenue bridge and roadway are prerequisites for achieving the development potential of the Fort Point Channel Area and their construction should be expedited.
- The City should encourage and assist appropriate private development by providing essential infrastructure improvements.
- The Penn-Central property should be redeveloped for industrial use. If a Trade Center proves feasible, consideration should be given to locating it on a portion of the Penn-Central property.
- Piers 1 through 3 should be developed for housing, commercial, and major convention hotel uses.
- Major office construction should be discouraged from locating east of Fort Point Channel, and rather should be concentrated in the downtown core, or in other locations of immediate high priority for the City.
- Town and Cities Properties, Inc., should be encouraged to maintain and upgrade their structures and assisted in securing new uses for the few old Boston Wharf Company buildings suffering from high vacancies. Some residential conversions should be encouraged as appropriate.



- 7. Serious consideration should be given to locating the arena-convention center complex on the vacant 12-acre site immediately east of Fort Point Channel, providing that adequate access and parking can be made available to the site.
- On the west side of the Channel, opportunities exist for the construction of a major new office structure. In addition, Rowes and Foster's Wharves should be redeveloped for the terminal serving the Harbor Island Transportation system, related commercial facilities and a public landing.
- 9. Current water pollution control plans should be pursued to upgrade the water quality in the Fort Point Channel. Every effort should be made to turn the Channel into an amenity. The entire water's edge from Rowes Wharf to the Summer Street bridge on the west side of the Channel should be developed as a public waterfront promenade with scattered sites for small waterfront parks. Similar public promenades and waterfront parks should be developed on the east side of the Channel from Summer Street to Pier 3.
- 10. Major developers should be encouraged to use the Planned Development Area (PDA) process to resolve zoning problems confronting proposed mixed use developments.





THE FORT POINT CHANNEL AREA - - PAST AND PRESENT



H. THE FORT POINT CHANNEL AREA -- PAST AND PRESENT

A. The Past

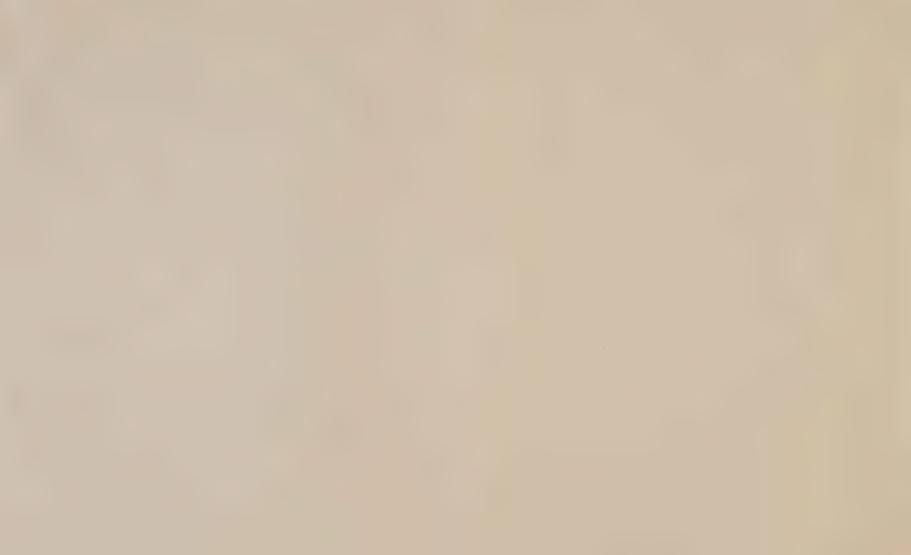
The Fort Point Channel Area, like most of central Boston, was originally marsh land and tidal flats. Following the filling of the east cove in 1835, additional harbor frontage was needed. Beginning in 1836, the Boston Wharf Company began reclaiming a 1,200 foot wide stretch of marsh and mud along the east bank of the Channel between Dorchester and Northern Avenues. By 1882, the filling was complete, and docking facilities and warehouses were constructed. This investment took place in response to the growth of Boston as New England's major port, importing wools, dyes, jute, and fruit, and exporting shoes, cattle and ice.

Additional land area was soon needed for shipping, and the Commonwealth embarked upon reclaiming land adjacent to the Boston Wharf property. The 600-acre parcel which the State created included the Commonwealth Flats and Pier, and the Fish Pier. By the early 20th century, major rail and pier facilities had been created in the vicinity of Northern Avenue along with many industrial and warehouse buildings along Summer and Congress Streets.

The First World War saw an expansion of the military reservation north of the Reserved Channel, the creation of the largest dry dock facility north of the port of New York, and the extension of the commuter lines to serve this base.

The height of port activity took place during the early 20th century. Pig iron, rubber, lumber, steel, wool and sugar cane were imported, while tires, pianos, fabrics, sugar, rope, tools and frozen fish were exported. Two of the major economic activities at this time were fishing and wool processing. The 1930's were record years for the fishing industry; more fish were sold from Fish Pier in one month of 1936 than in all of 1972.

Following World War II, the erosion of shipping and rail as major means of transportation, concurrent with the decline of New England as a manufacturing center (especially for shoes, fabrics, and fish processing), led to major changes in land uses in the area. With this decline, the piers deteriorated, and in some cases, were converted to



parking lots. Some warehouse and office space was occupied by new tenants who reflected Boston as an emerging intellectual and service center.

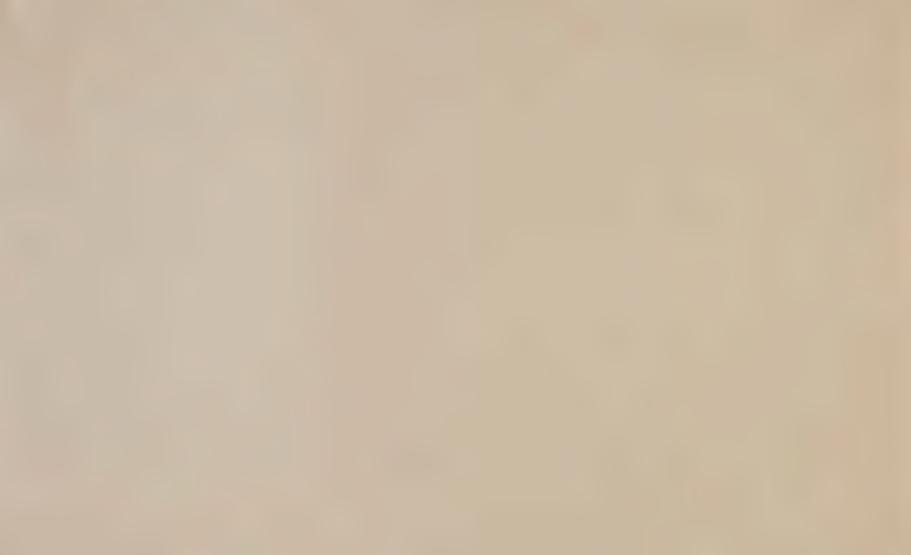
B. The Present

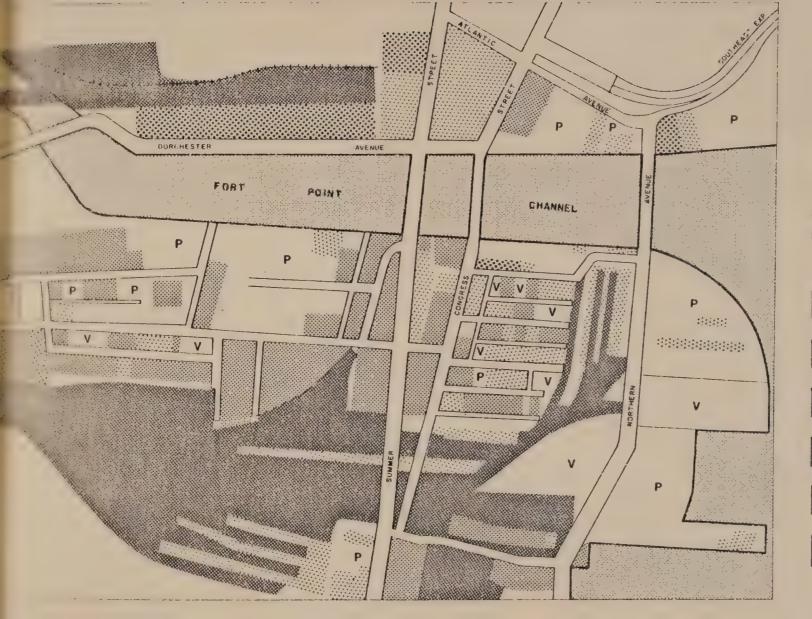
Today, the Fort Point Channel Area stands at a crossroads. Major land-owners are promoting new commercial development, and the City and State are contemplating major infrastructure and land use improvements which will redefine the role of this area.

West of Fort Point Channel to Atlantic Avenue and south of Harbor Towers are approximately 40 acres of land. Existing development includes the South Station, new Federal Reserve Bank and Stone and Webster office buildings, several commercial structures and vacant land used for parking over 600 cars. Most of the remaining land is used for parking. About 960,000 square feet of commercial office space is located in one modern office structure and in clusters of two and four story loft buildings which house a mix of tenants including graphic arts, printing, and book binding. Buildings in this area are generally in fair condition with an estimated vacancy rate of 30 percent.

East of Fort Point Channel lie nearly 260 acres of land within the study area. While over one-third of this land is currently vacant or underutilized, nearly 11 million square feet of commercial space occupy the remaining space, three quarters of which are owned by Town and Cities Properties, Incorporated. The area east of the Channel contains some of the most underutilized and potentially marketable land in the City, but lack of adequate access and uncertainty over proposed transportation improvements have discouraged new private investments that will be essential for redevelopment.

Major landowners in the area east of the Channel include Anthony Athanas, Town and Cities Properties, Inc., the Gillette Company, and the Penn-Central Railroad.





EXISTING LAND AND BUILDING USE

Manufacturing, Industrial and Utilities

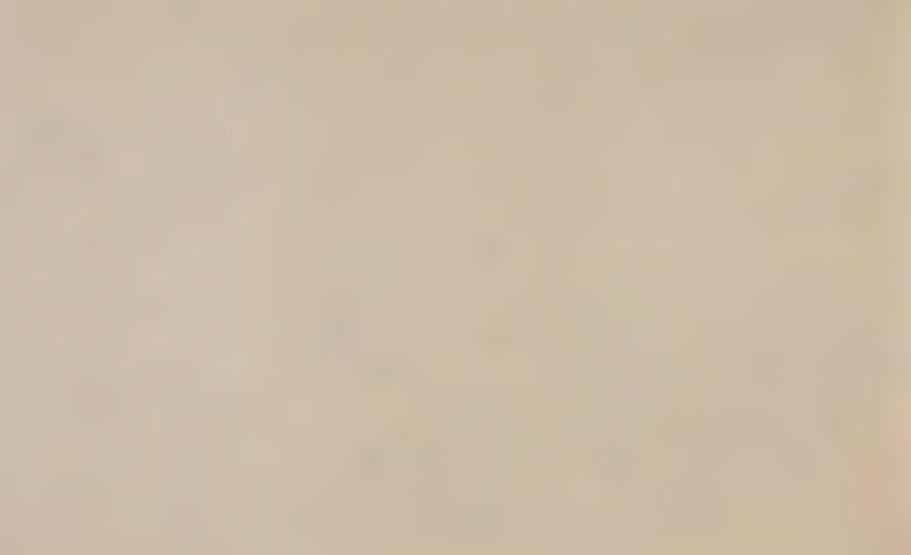
Commercial/Retail, Office and Warehouse

Institutional

Rail Yards

y Vacant Land

p Major Parking Areas



Anthony Athanas owns all of the land north of Northern Avenue, totaling about 30 acres and including the Pier 4 Restaurant and associated parking. The remaining land on Piers 1 through 3 contains several old freight sheds and vacant land used for commuter parking. Utilities in this area are adequate to handle new development provided improvements are made to upgrade the sewer system in the vicinity of Fish Pier.

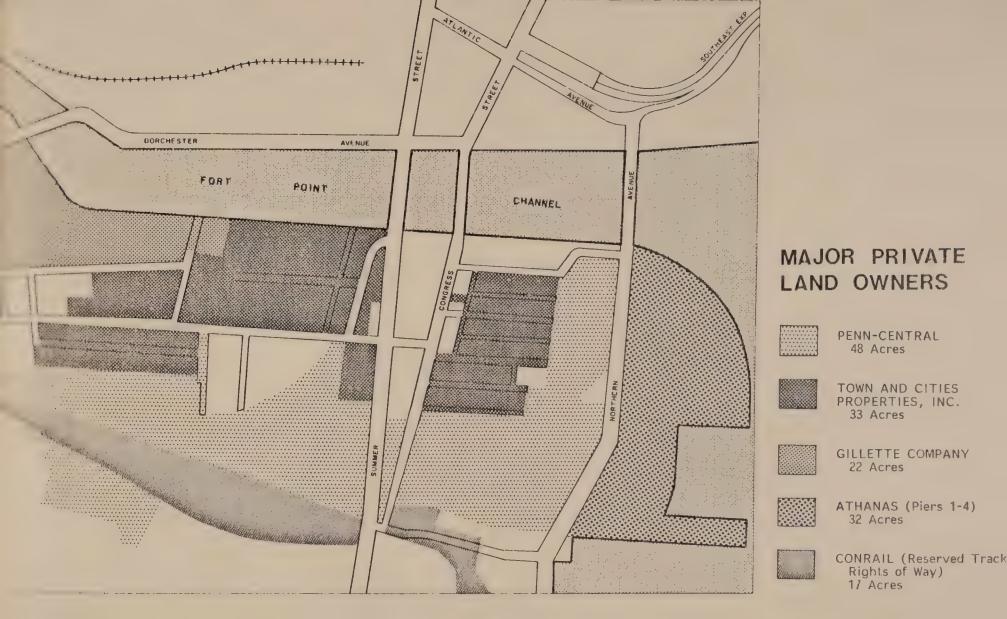
South of Northern Avenue is a large grouping of older commercial and industrial loft structures, the majority of which are owned by Town and Cities Properties, Inc. Nearly four million square feet of buildings and vacant land providing parking for over 800 cars is situated on about 1.4 million square feet of land. Most of the structures owned by Town and Cities Properties, Inc., are well maintained and in sound condition and consequently have contributed to much of the stability of the Fort Point Channel Area. While the current vacancy rate of 15% is the highest in recent history, this is not considered excessive in contrast with other older commercial areas in the City.

Another major landowner is the Gillette Corporation which employs some 3,200 persons. Modern industrial facilities containing almost four million square feet are situated on about 900,000 square feet of land.

The Penn-Central property, currently for sale, occupies over six million square feet of land extending from East Second Street to Northern Avenue. Rail tracks throughout this area are little used, although Conrail has reserved a total of 17 acres of tracks from East Second Street north and east to serve the South Boston industrial area and Boston Marine Industrial Park.

Commercial activities located throughout the area east of the Channel consist of graphic arts, printing, office supplies, binding, stationery, and light manufacturing firms. The availability of space at low rental costs (\$1.50 per square foot for unimproved space and \$3.50 per square foot for improved space) has attracted a variety of firms. The commercial activities located along either side of Summer Street represent the most congested portions of the area, with narrow side streets, curbside loading and limited parking. Structures in poorest condition are located between Sobin Park and near the Penn-Central property along "A" Street. Over one million square feet of building



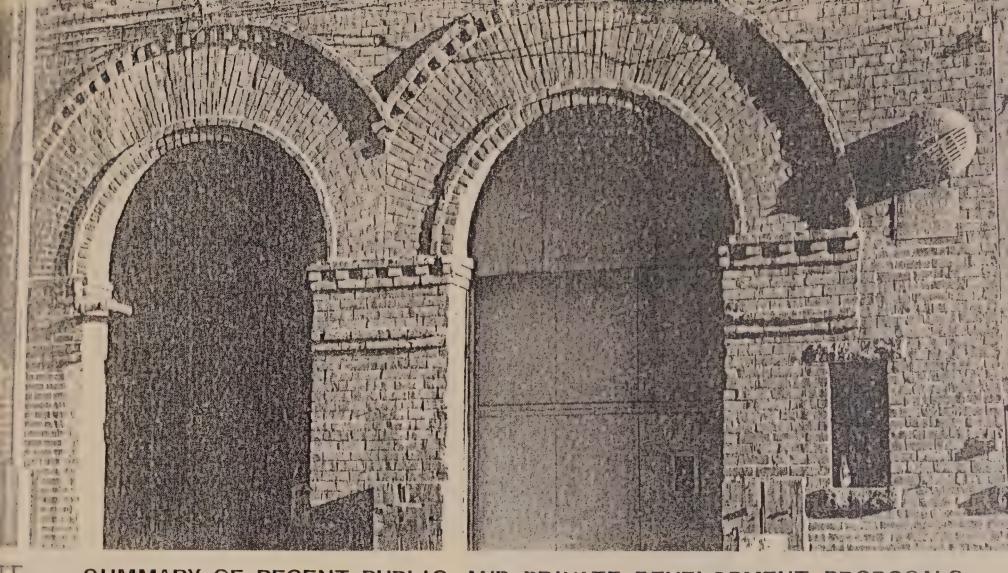




space is located in this area in structures, of which one half are for sale or have significant vacancies.

Utilities in the area south of Northern Avenue are in good condition and able to meet existing demands. Preliminary information indicates that the brick sewer in A Street would have to be replaced, some water lines would require reconditioning, and the main water line from Central Boston would have to be rebuilt in order to serve major new development in the area.





SUMMARY OF RECENT PUBLIC AND PRIVATE DEVELOPMENT PROPOSALS



III. SUMMARY OF RECENT PUBLIC AND PRIVATE DEVELOPMENT PROPOSALS

Several public and private development programs have been proposed for the Fort Point Channel Area, in the rest of industrial South Boston as well as the South Station project on the western side of the Channel. These proposals are located throughout the 900 acres extending from Boston Harbor south to East and West First Streets.

Implementation of <u>all</u> of these public and private development programs would require a total investment of \$350-500 million over the next decade and would result in the creation of approximately 15,000 permanent jobs. The proposed development projects are summarized below. Inclusion in this list does <u>not</u> imply endorsement of the project.

A. Fort Point Channel Study Area

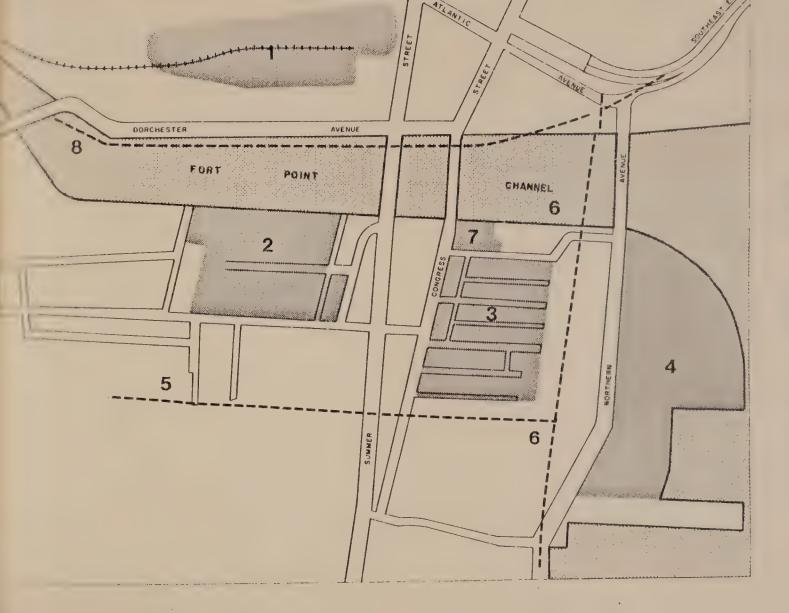
Within the study area, major development proposals have been set forth by public and private entities for the South Station area, Piers 1 through 4, and Town and Cities Properties, Inc. In addition, public programs have been proposed for several transportation projects and for improving the Fort Point Channel water quality.

South Station

The South Station Transportation Center will provide facilities for commuter, Northeast High Speed Rail Corridor, and long-haul railroad service in addition to parking and improved connections to the MBTA Red Line.

The MBTA has been named recently as the developer of the first phase of this project. The cost is estimated at between \$30 and \$40 million, financed by transportation grants from the Federal Railway Administration and by transportation bonds sold by the Commonwealth. Included in the first phase of the development are new trackheads, high level platforms, a new pedestrian concourse between the platforms and the headhouse, and 600 parking spaces for railroad customer use. The MBTA will also finance the construction of foundation footings and platforms over the track area which will eventually support additional parking levels for

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MAJOR CURRENT DEVELOPMENT PROPOSALS

1 SOUTH STATION Phase 1: Track heads, platform, concourse connections, parking for 600 cars

Phase 2: Hotel, offices, park

- 2 TOWN AND CITIES PROPERTIES, IN 12 acres for arena/convention center or 1,500-3,000 housing units
- 3 TOWN AND CITIES PROPERTIES, IN Office rehabilitation and conversion to residential reuse
- 4 PIERS 1-4 30 acres for 600-1,000 room hotel, 1,000 housing units, offices, restaurants, commercial and parking
- 5 SEAPORT ACCESS ROAD
- NEW NORTHERN AVENUE AND BRIDE
- CHILDREN'S MUSEUM AND MUSEUM C
- 8 DEPRESSED CENTRAL ARTERY



approximately 1,500 spaces for public use, a 500-room hotel, and 500,000 square feet of new office space paralleling Atlantic Avenue.

Costs associated with the public and private development of the South Station project are estimated at approximately \$40 million for the first phase and an additional \$90 to \$100 million for completion of the entire project.

2. Piers 1-4

Piers 1 through 4 consist of approximately 30 acres situated north of Northern Avenue and extending from Fort Point Channel to Commonwealth Pier. Owned by Anthony Athanas, the property is predominantly vacant with the exception of Pier 4 restaurant and related parking facilities.

Current development plans by Athanas include the construction of a 600- to 1,000-room hotel, 1,000 units of housing, office space, shops, restaurants, marina and parking. Total private investment has been estimated at \$70 to \$100 million. Development over a 8-10 year period would create an estimated 500 construction jobs and would result in 1,400 permanent service sector jobs.

3. Town and Cities Properties, Inc.

Approximately 33 acres of land are owned by Town and Cities Properties, Inc., in the area east of Fort Point Channel. Manufacturing and warehouses are presently being converted to mixed commercial (retail/wholesale) uses.

Various proposals have been offered by Town and Cities for developing portions of this property. One such proposal has envisioned the development of a residential community containing 1,500 to 3,000 new dwelling units, conversion of a half million square feet of existing space to 300 dwelling units, and upgrading other space for office and light manufacturing.



Such a development would require private investment of nearly \$100 million for the new housing, and an additional \$20 million for upgrading existing space for new or higher grade uses.

Recently, an alternative development proposal has been prepared for the portion of Town and Cities Properties land located south of Summer Street along Fort Point Channel. The 11-acre predominantly vacant parcel has been suggested as the site for a new municipal arena and convention center complex. Preliminary studies prepared by Rose Associates (part owners of Town and Cities Properties) have suggested a 17,500-seat arena of 100,000 square feet, a convention center of 150,000 square feet, and a parking garage for 2,500 cars. Parking for another 2,500 cars would be provided at South Station. The complex would be constructed and managed by a public authority which would issue taxexempt revenue bonds to finance the construction, estimated at approximately \$50 million. The bonds would be secured by the leases of the principal users and guaranteed by the Commonwealth. Preliminary cost and revenue estimates by Rose Associates indicate that such a development is feasible and that it could pay for itself at no cost to Boston taxpayers.

Rose Associates estimates indicate that the arena-convention center would provide over \$2,500,000 per year to the State in new sales taxes, meals, and hotel taxes, and could act as a catalyst for new hotel and other tourist facilities in the Fort Point Channel Area.

The feasibility of a new arena-convention center complex on several alternative sites is currently being investigated by a committee established by Mayor Kevin H. White.

4. Children's Museum and Museum of Transportation

In late 1975, a six-story warehouse off Congress Street facing Fort Point Channel was purchased by the Children's Museum and the Museum of Transportation. A portion of the first floor has been rehabilitated for exhibits and a plaza has been constructed paralleling the Channel. With completion scheduled for 1979, the



first floor will be a commercial arcade, and museum exhibits will occupy the upper five floors.

Consideration is being given to expanding the museum through acquisition of the Congress Street fire station. This facility is proposed for use by the Museum of Transportation for exhibit of antique fire apparatus.

5. Fort Point Channel Water Quality Improvements

The City of Boston has scheduled improvements to the Boston Main Drainage System which will contribute toward reducing pollution in Boston Harbor and especially in the Fort Point Channel. Funding proposals are in preparation which will request approximately \$58 million from the Environmental Protection Agency for the construction of intercepting sewers and conduits to eliminate sewage overflow into Fort Point Channel.

6. Seaport Access Road

Currently in the environmental review stage, a major new Seaport Access Road is planned to remove heavy truck traffic from South Boston residential areas, and improve truck access between the industrial areas of South Boston and the regional transportation network. Such improved access would facilitate proposed seaport and industrial development on both private and public lands and, in turn, provide more jobs for South Boston and other City residents.

A Draft Environmental Overview Summary has been completed and distributed for comments. Depending upon which of the several alternative routes is selected, the costs of this transportation improvement will fall between \$4.8 million and \$7.1 million.

7. Northern Avenue Bridge and Relocated Northern Avenue

A new bridge is proposed at Northern Avenue to replace the deteriorated drawbridge spanning Fort Point Channel.



The new bridge would be located south of the present bridge and Northern Avenue would be relocated about 200 feet south of its present location between the Channel and B Street. The new bridge is necessary to provide access both to any new development in the Fort Point Channel Area and to the expanding industrial uses at the Boston Marine Industrial Park. Cost of the new bridge and street would be approximately \$10 million.

8. <u>Central Artery</u>

A proposal to depress Boston's Central Artery is currently under planning and environmental review. The proposed work is divided into three segments. One segment will place the northbound barrel in the Fort Point Channel adjacent to the west bank.

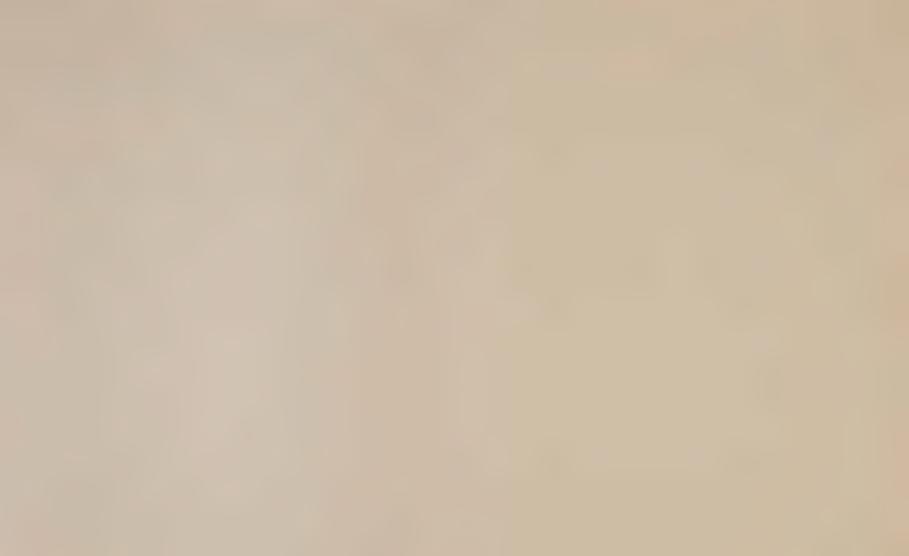
If this section is constructed as planned, it will have major impacts on the study area on both sides of the Channel. On the west (downtown) bank, it will require demolition of the Sheraton Office Building, the newest and most substantial private building in the entire study area. While on one hand, this loss will be a negative factor; on the other hand, companies dislocated by the demolition would be seeking new space in the area and thus create an impetus for new development. The depressed artery will also require removal of some parking lots. There is some possibility that platforms could be built over the new road and provide sites for new uses.

The impact of this proposal on the east bank of the Channel will be less direct, but no less significant. The new road, if built, will provide improved access to the east side of the Channel, thereby enhancing the area's development potential.

Estimates on the time required to complete the road range from twelve to fifteen years.

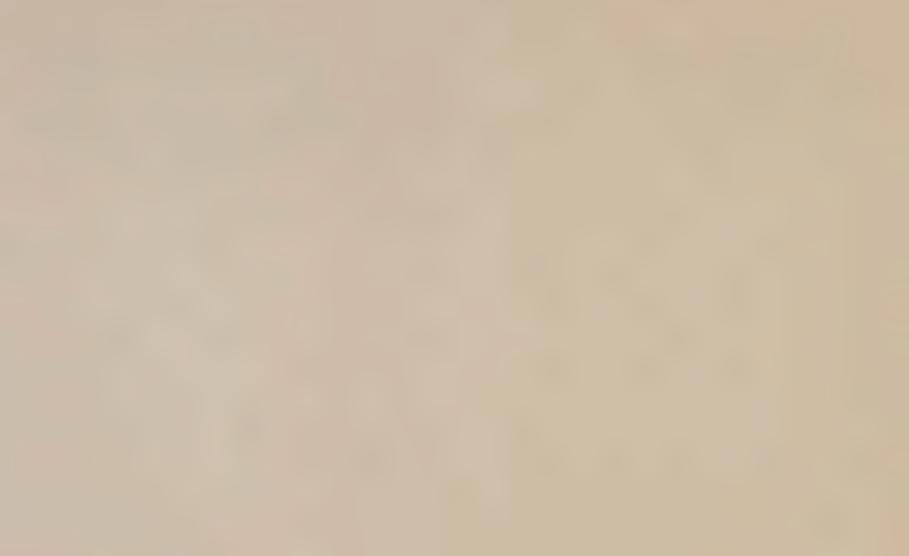
B. Current Development Proposals Adjacent to the Fort Point Channel Area

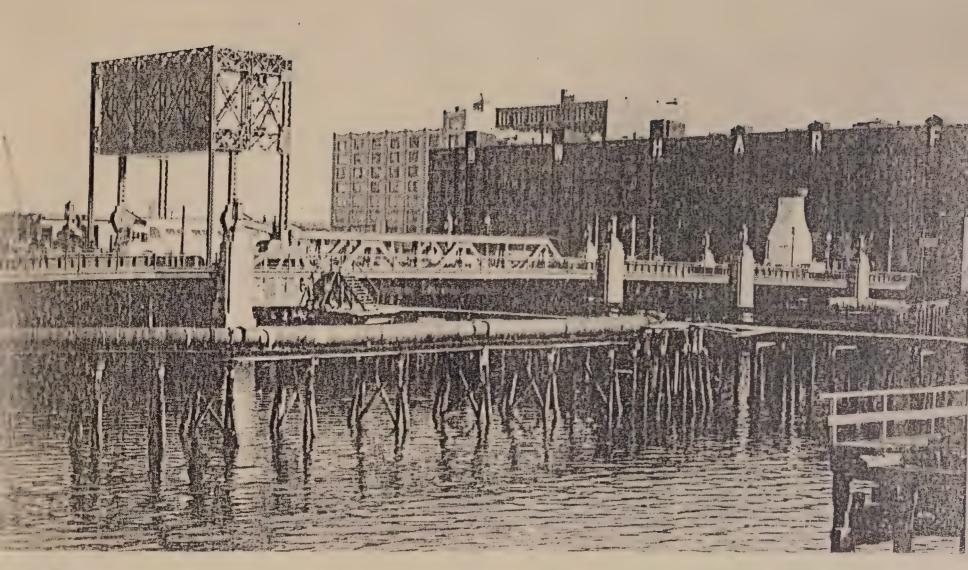
As an important component of the Mayor's <u>Boston Plan</u>, major economic and industrial development projects for the <u>South Boston</u> industrial area are either underway or in planning stages.



In brief, these projects include the City's Boston Marine Industrial Park and Job Training Center, the development of a Foreign Trade Zone, a ship repair yard and public drydock, a major new containerport facility, the rehabilitation of Boston Fish Pier, and industrial development of MassPort's Commonwealth Flats.

Together these industrial development projects, of which some currently are funded and underway, will call for a total public and private investment of nearly \$100 million and create over 6,000 jobs.





FORT POINT CHANNEL AREA PLANNING AND DEVELOPMENT PROGRAM



IV. FORT POINT CHANNEL AREA PLANNING AND DEVELOPMENT PROGRAM

Together with the South Boston industrial district, the Fort Point Channel Area has the potential of becoming one of the largest public and private investment programs to be undertaken in the City's recent history. More important, however, is the impact which this development program could have on the City's overall economy. The total cost of this development program could well exceed 300 million dollars in public and private funds and result in the creation of over 9,000 new jobs.

In the Fort Point Channel Area, opportunities for new economic growth are clearly evidenced by the fact that nearly 150 acres of land lie vacant, of which about 110 acres are under only three ownerships. Already, considerable development interest is indicated by the numerous development proposals described in the previous section.

The City's Boston Plan outlines policies which show the City's commitment to this area. The Fort Point Channel Area and the South Boston industrial district are major components of this plan to bolster the City's economy by using federal, state and local monies to leverage private investment and, in turn, create new jobs for Boston residents.

A. Overall Planning Development Policies

Within the Fort Point Channel Area, this study recommends several planning and development guidelines. These recommendations are based upon the following overall development policies.

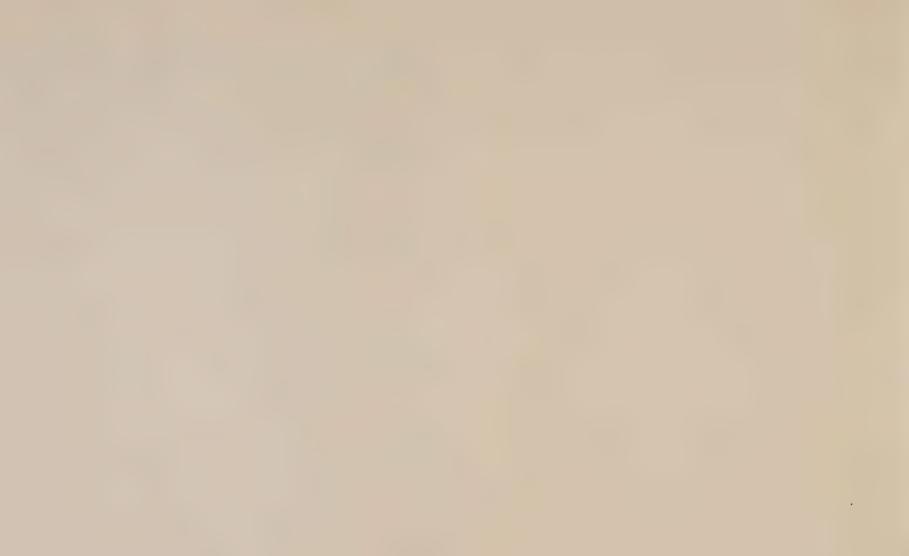
- Generate new direct and indirect tax dollars and jobs for the City, particularly for the 150 acres lying vacant or underused in the Fort Point Channel Area.
- 2. Stimulate private investment and development wherever appropriate by providing incentives such as improved access, revised zoning, and public infrastructure. Coordinate private plans to maximize development potential and minimize conflicts.



- Maximize opportunities for reuse of land having outstanding qualities, particularly those properties along the water's edge and abutting Boston Harbor.
- Minimize development which would conflict or compete with other City development priorities.
- Encourage continued upgrading and rehabilitation of existing space for office, light manufacturing, wholesaling, secondary retailing, and warehousing.
- Discourage development of new major office and service activity east of Fort Point Channel.
- Maximize opportunities for further industrial and manufacturing development which would complement the industrial development proposed in the South Boston industrial area.
- . Maximize public access to the waterfront and views of Boston Harbor. Improve water quality in the Fort Point Channel.
- Protect areas and structures of historic and architectural significance, particularly the blocks of the former Boston Wharf Company between Sleeper Street, new Northern Avenue, the Penn Central Yards, and Congress Street. The same applies to most of the structures along Melcher Street, especially near its intersection with Summer Street.
- Protect existing jobs and provide needed expansion space for growing firms.
- 11. Provide the necessary transportation improvements and other public investments to prevent negative impacts affecting the South Boston residential community.

B. Planning and Development Guidelines

The following specific planning and development programs are recommended for the Fort Point Channel Area.



Area 1

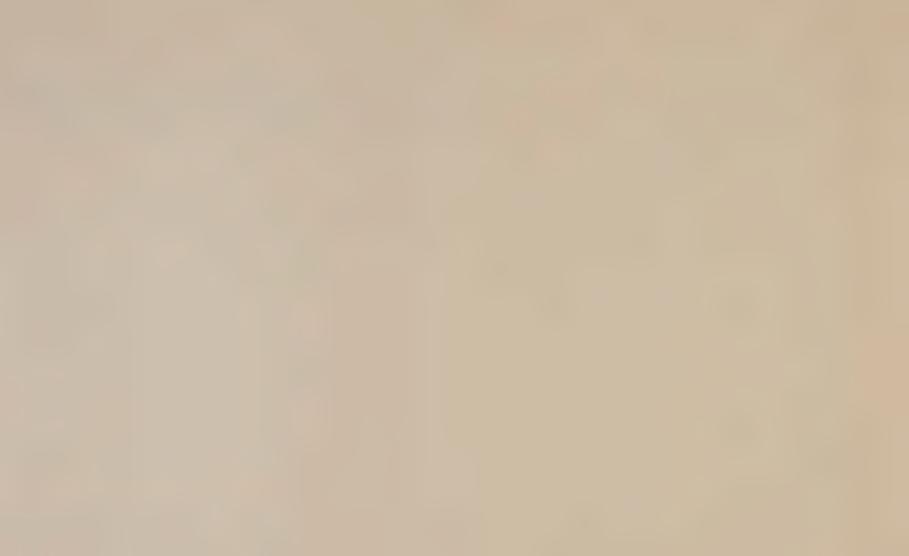
Within the area of Piers 1 through 3 is a development parcel of 25 acres bordering Boston Harbor. Owned by Anthony Athanas, the site is currently vacant. This study finds that the current proposal for use of the site is appropriate. The proposed development would consist of a 1,000-room hotel, 1,000 units of rental and condominium housing, up to 100,000 square feet of office space, shops, restaurants, a marina, and parking.

In conjunction with this development the following actions are recommended:

- a. Development of the site should proceed following review of an overall development plan as a Planned Development Area under the provisions of the City's Zoning Code.
- b. With the construction of the new Northern Avenue Bridge and new Northern Avenue, the existing Northern Avenue should be abandoned and the land included within the development parcel for Piers 1 through 3. Similarly, the strip of Penn-Central Property remaining after the construction of a new Northern Avenue should be conveyed to the developer of Piers 1 through 3 under a negotiated purchase agreement. With the increased size of the parcel from 25 to approximately 35 acres, the overall density of the proposed development can be reduced somewhat.
- c. Public easements should be secured along the entire water's edge from Fort Point Channel to and including Pier 3.
- d. Height restrictions and design guidelines should be developed and included in the Planned Development Area.

Area 2

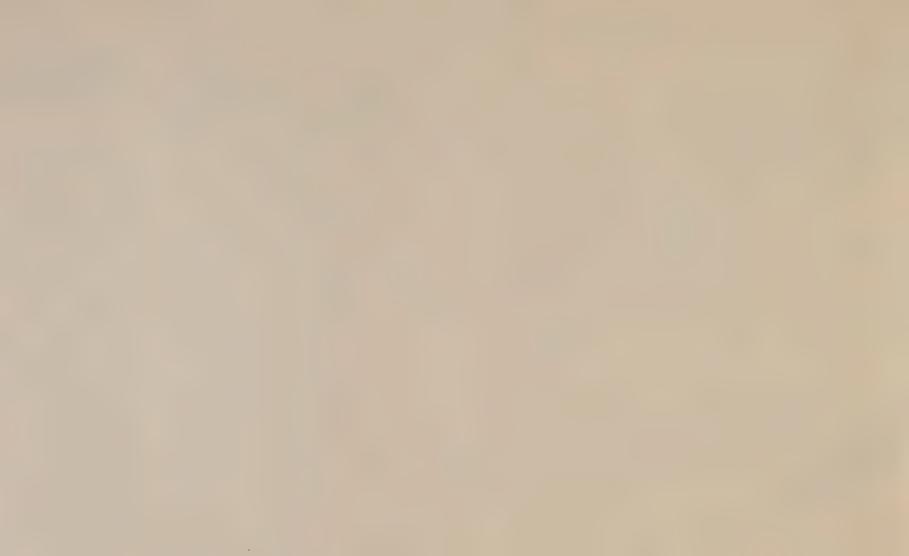
Generally bounded by Fort Point Channel, New Northern Avenue, Penn-Central property, and Congress Street, this area consists of about 12 acres of land and 1.4 million square feet of building space. The majority of this property is under the ownership of Town and Cities Properties, Incorporated.



****************** DORCHESTER AVENUE FORT POINT CHANNEL Mary Property Care one of STREET

PLANNING FRAMEWORK

- 1 35 ACRES 1,000-rm. hotel; 100,000 s.f of offices, shops, restaurants, marina, parking; 1,000 units of housing
- 2 12 ACRES 1.4 million s.f. buildings converted to 500,000 s.f. of residential and 900,000 s.f. of office and ft. manufacturing; 200-300 units of new housing
- 3 10 ACRES 2.3 million s.f. buildings upgraded and rehabilitated for office, manufacturing, retail and wholesale
- 4 12 ACRES
 Potential site for arena and convention center
- 5 20 ACRES New industrial, manufacturing, research and technology
- 6 10 ACRES New industrial, manufacturing, research and technology
- 7 10 ACRES Potential site for new trade center
- 8 4 ACRES 800,000 s.f. of new offices
- 9 4 ACRES Harbor Islands Ferry Terminal, docking space, new and rehabilitated commercial and restaurant spaces, and waterfront parks
- 10 NEW NORTHERN AVENUE AND BRIDGE
- 11 SEAPORT ACCESS ROAD
- 12 MARINA AND PUBLIC LANDING
- 13 PUBLIC PROMENADES



It is recommended that structures in this area continue to be upgraded and rehabilitated for uses including office, graphic arts, light manufacturing, and wholesaling. A study is underway as part of the BRA's "New Neighborhoods" program to inventory and describe these buildings, and determine appropriate re-uses that will maintain their exterior character and take advantage of the large volume of relatively inexpensive space these former Boston Wharf Company buildings offer.

Due to the proximity of the area to Downtown Boston, and the character, quality, and suitability of many older warehouse structures in the area, it is also recommended that some 500,000 square feet could be converted to residential reuse for approximately 300 to 400 units of housing. Finally, depending upon market demand and availability of financing, it is recommended that construction of 200 to 300 units of new housing be considered for sites within the area which are either vacant or underused and have outstanding views or other development amenities.

To support the upgrading of this area, public improvements should be made. They include new street lighting, street paving, landscaping, and the provision of a continuous public promenade along the edge of Fort Point Channel.

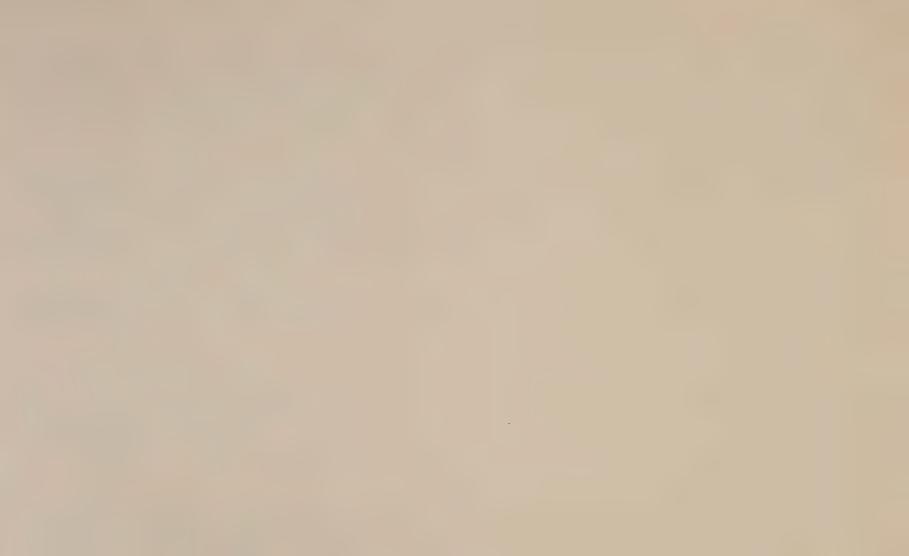
Area 3

Located between Necco Court north to Congress Street and from Fort Point Channel to the Penn-Central Property, this area consists of about 10 acres and 2.3 million square feet of building space.

Structures within this area are basically sound. Continued upgrading of structures for existing uses including office, manufacturing, wholesaling, and retail should be encouraged.

Area 4

Owned by Town and Cities Properties, Inc., this 12-acre predominately vacant site has been proposed for a variety of uses ranging from the construction of new housing to the development of a major new arenaconvention center. Significant problems have arisen in the past in securing financing for housing on this site. It is recommended that the



City not support the construction of housing on this site. Demand within the City for moderate and luxury housing can be accommodated sufficiently by projects either already underway or proposed for sites in Charlestown, Park Plaza, Piers 1 through 3 (see Area 1 recommendations), and in many other locations. Construction of low and moderate income housing on the site is inappropriate because supporting neighborhood services and facilities are not available.

This parcel is one of the several sites which are being studies for their feasibility as the location for a new arena-convention center complex. It is recommended that this site continue to receive serious consideration. The site's immediate availability, proximity to South Station, and size make it appropriate as the location for the arena-convention center. It is imperative, however, that adequate access to the site be provided in a manner which avoids conflict with South Boston's residential neighborhoods.

Areas 5 & 6

These areas comprise the portion of the Penn-Central property south of Summer Street. Although a substantial amount of this property, about 17 acres, has been reserved for use by Conrail, the remaining large vacant tracts of land currently are for sale and could be parceled for disposition or lease for private development.

An estimated 30 acres of property could be developed within this area for uses which would complement the industrial development proposed for the Boston Marine Industrial Park. Industrial and manufacturing uses would be appropriate to the area, particularly those demonstrating growth potential in recent years such as research-related industry, scientific instruments, marine technology, and transportation equipment.

Area 7

Located between Summer Street and the new Northern Avenue is another parcel of Penn-Central land containing about 10 acres of vacant land.



Future development of this site should be for uses similar to those described above for Area 5. If and when private development of a Trade Center in Boston proves feasible, it is recommended that this site be given priority consideration.

Area 8

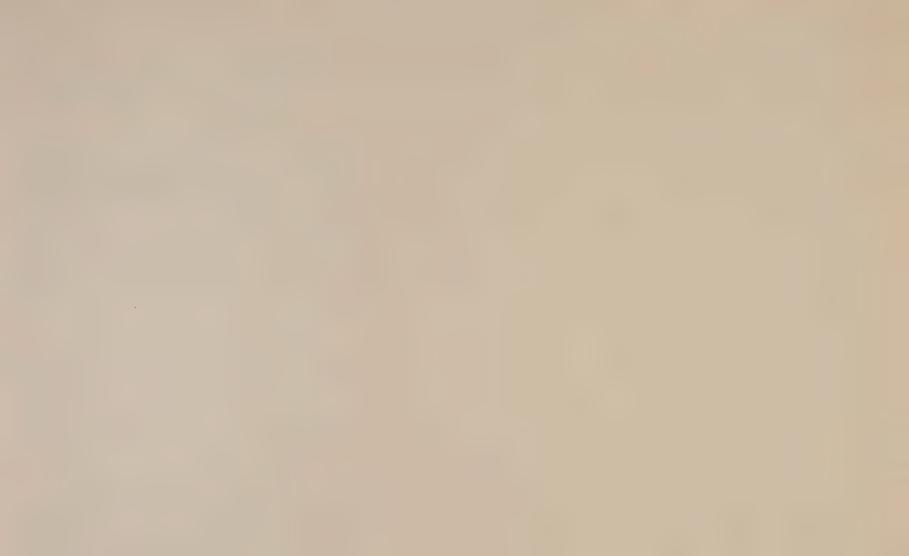
For the area immediately west of Fort Point Channel, several development opportunities could be considered. A parcel of approximately 4 acres abutting Fort Point Channel and immediately south of the proposed new Northern Avenue Bridge is presently occupied by the Sheraton Building and parking lots. The proposal for the depressed Central Artery requires the acquisition and demolition of the Sheraton Building in order to accommodate the northbound tunnel lanes of the Artery and a new ramp emerging from the tunnel and intersecting with Northern Avenue. Following the completion of this section of the depressed Central Artery, a large development parcel will remain which would be suitable for a major new office structure. This development is at least 15 years off and it is not appropriate to suggest a specific use at this time.

Area 9

South of Harbor Towers and between Atlantic Avenue and Boston Harbor lies a 4-acre parcel of vacant land, of which a portion is owned by the Boston Redevelopment Authority. This study recommends joint public/private development of this site to provide facilities for the Commonwealth's Harbor Island Ferry System, docking space for ferries, a terminal structure, and supporting uses including minor parking, restaurants, a public landing and short-term mooring space for small craft.

C. Public Open Space and Access to the Waterfront

Recent public and private improvements in the Downtown Waterfront area have underscored the importance of making Boston Harbor and the water's edge more accessible for public enjoyment. Similarly, the small plaza and sitting area along Fort Point Channel recently constructed by the Children's Museum and Museum of Transportation are enjoyed and used by the public, despite the polluted conditions of the Channel's water.



Throughout the study area, opportunities exist for continuing these public amenities along the water's edge. In tandem with the start of the Harbor Island Terminal facility project, a public open space system should be developed from the Terminal to the Summer Street Bridge on both sides of the Channel and around Piers 1 through 3. Small waterfront parks should be developed in conjunction with the Harbor Island Terminal, and other new development projects which border the water's edge.

Another proposal consists of a major privately developed marina and public mooring for small craft at the confluence of Fort Point Channel and Boston Harbor in the vicinity of the existing Northern Avenue Bridge. Notwithstanding the development prerequisites of various approvals and pierhead line revisions, this location, somewhat sheltered from the waters of Boston Harbor, offers an excellent opportunity to provide small craft mooring spaces which Boston Harbor presently lacks.

In conjunction with the marina development, this study recommends retention of a portion of the Northern Avenue Bridge for private development of pedestrian access to marina activities. The bridge is built in three separate structural sections. Only the easternmost third section would need to be demolished to provide unobstructed access by water to the Fort Point Channel. Gaining water access to the Channel in this manner would enable maximum retention of the structure which has been declared eligible for placement on the National Register of Historic Places.

D. Transportation

Major improvements must be made to the existing transportation system serving the Fort Point Channel Area and the South Boston industrial district. Of paramount importance are the construction of the new Northern Avenue Bridge, new Northern Avenue, and the construction of the South Boston Seaport Access Road.

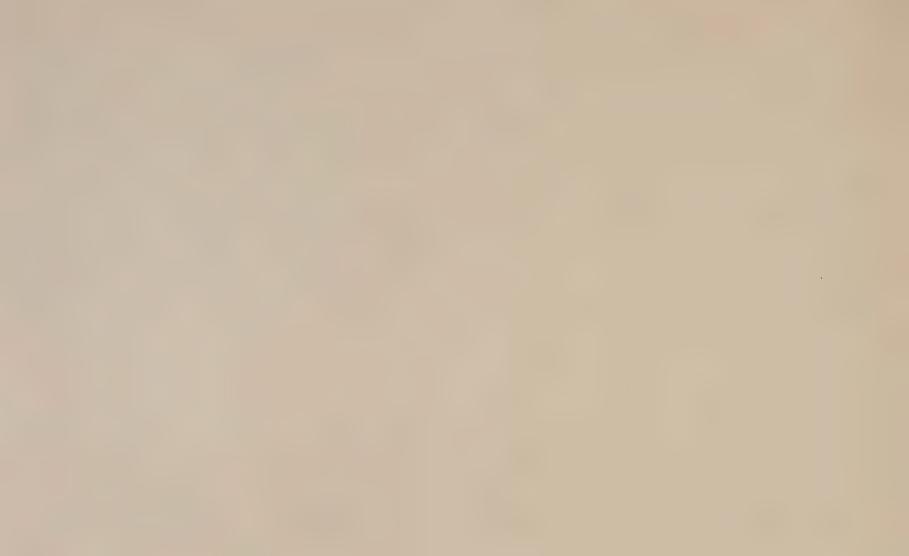
The volume of new and concentrated development of mixed uses in the Fort Point Channel Area will attract large numbers of employees, shoppers, and sightseers. Providing a people-mover or other transit system should be considered in order to reduce the impact of automobiles and the consumption of large areas of land by parking. This system would connect to the Red



Line at the South Station Transportation Center, the arena-convention center, the Pier 1-4 area, and eventually to the Trade Mart and Boston Marine Industrial Park. The variety of uses along the system would insure high passenger volumes almost around the clock.

Development of the magnitude proposed by this study cannot and will not proceed until these transportation improvements are carried out. Together, they represent opportunities to provide improved access to this area of the City, and to eliminate the truck traffic problem which has encroached upon the South Boston residential neighborhoods.

In light of development opportunities for the Fort Point Channel Area which recently have emerged and the potential availability of the Penn-Central property for future industrial use, this study recommends consideration of an alternative alignment for the Seaport Access Road west of the Penn-Central rail yards. This alignment places the road in a position best serving new industrial development of sites within the Penn-Central property and, at the same time, achieves the goal of improved access to the Boston Marine Industrial Park, Containerport, and other industrial developments to the east of the Penn-Central properties.





THE FORT POINT CHANNEL AREA AND THE CITY



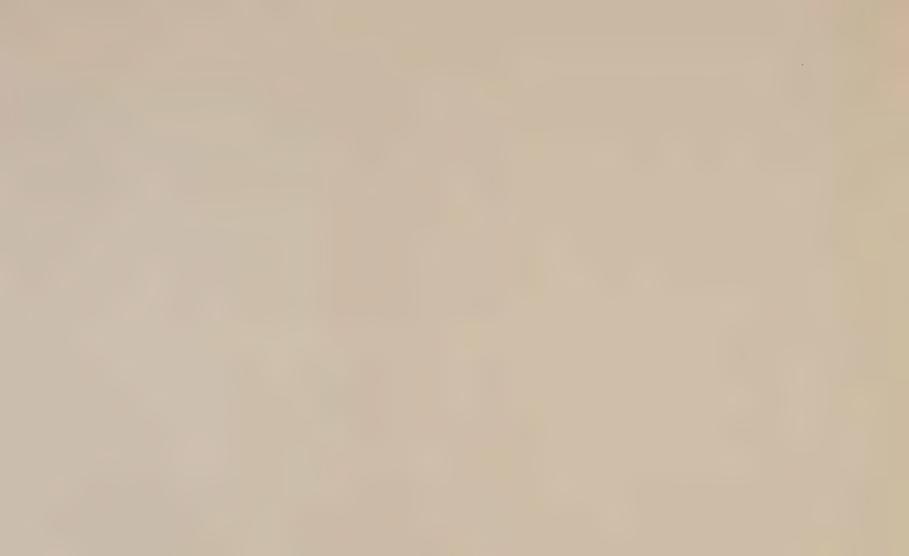
V. THE FORT POINT CHANNEL AREA AND THE CITY

In 1977, the task of planning for the Fort Point Channel Area is a timely opportunity. Within the City of Boston, there is much potential for addressing land use, fiscal capacity and employment needs unlike any time in the past twenty years. This present situation of great potential follows a period of major development activity which has left several economic markets, such as offices, temporarily saturated, and others, namely hotel and retail, poised on the brink of entering a new, and different development era. The major multi-use proposals on the table today could mean as much as \$2 to \$3 billion of private investment over the next ten years in the Downtown area alone. How we focus, time, and place priorities on this wealth of development will determine the health of Boston over the forseeable future.

Planning for the Fort Point Channel Area must consider the impact of proposed new development on the Channel Area and on existing and proposed developments elsewhere in Boston (see the following charts and map). The Channel Area has the advantage of containing more land available for development than any other site close to the City's core. Further, there is demonstrated private sector interest in development and a manageable number of private property owners, several of whom have substantial financial backing.

Potential capital investment in the Fort Point Channel Area, as discussed in Section VI, could exceed \$300 million over the next ten to fifteen years. Adding development proposals for the adjacent South Station and the remaining portion of the South Boston industrial area, this area could receive investments of nearly one-half billion, or fully one-quarter of the current development prospects for the Downtown area. Consequently, planning for the Fort Point Channel Area must consider the potential competition with the several downtown development sites which share the same markets.

For example, proposed housing development in the Fort Point Channel Area of 1,500 market-rate units could pose a serious challenge to the proposed 1,000 units, mostly market-rate, in the Charlestown Shipyard project. Phasing development in each of the Charlestown and Channel Area projects might erase the conflict. Excepting the early Harbor Towers experience, waterfront locations for housing in recent years have had little marketing trouble. Recent waterfront housing, however, has been more centrally located and oriented toward conversion rather than new construction. In addition to the proposals for Piers 1-3 and Charlestown, plans for some 700

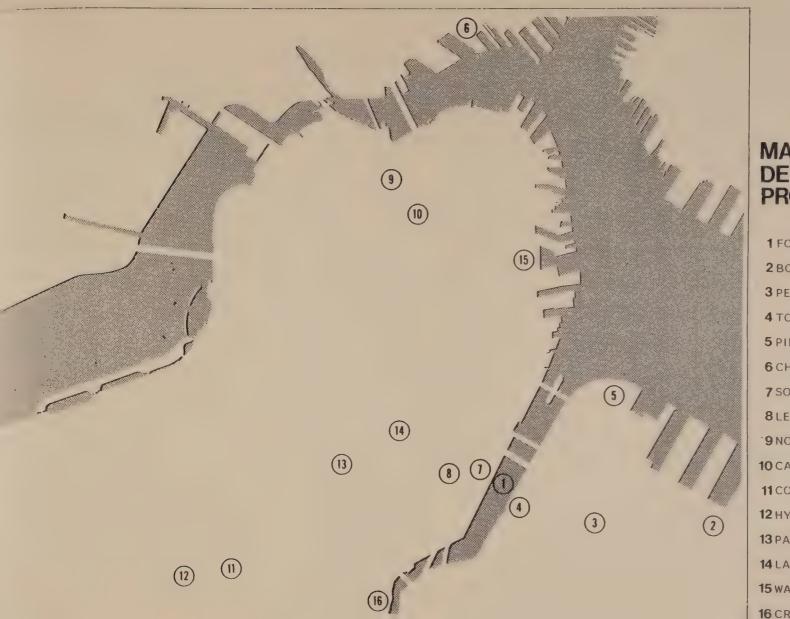


units, of which 500 are market-rate, have been proposed for several locations on the Downtown waterfront. City-wide, over 1,000 units a year have been absorbed during the last two to three years. With continued demographic trends, interest in waterfront residential locations, and best efforts to phase development, it is not expected that a market conflict would occur among the proposed housing developments for Piers 1-3, Charlestown and the Waterfront.

Proposed hotel development for Piers 1-3 (1,000 rooms), the floating USS United States (500 rooms), Charlestown Shipyard (300 rooms), Copley (800 rooms), Park Plaza (480 rooms), Lafayette Place (450 rooms) and Waterfront (400 rooms) yield a 3,930-room potential over the next 5-10 years. Previous studies suggest a market demand for about 3,000 additional rooms, given present convention facilities. Should Boston's convention facilities be expanded, the market demand for new hotel rooms over the next 5-10 years could be considerably greater than 3,000 additional rooms.

No major office development is recommended for the Fort Point Channel Area. As mentioned previously, the current market for new office space is temporarily saturated. Should market demand increase over the next few years, new office construction should occur in more suitable locations within the core of Downtown where new economic activity is needed.





MAJOR DEVELOPMENT PROPOSAL SITES

1 FORT POINT CHANNEL

2 BOSTON MARINE INDUSTRIAL PAR

3 PENN CENTRAL

4 TOWN AND CITIES

5 PIERS 1-3

6 CHARLESTOWN NAVY YARD

7 SOUTH STATION

8 LEATHER DISTRICT

9 NORTH STATION

10 CANAL STREET

11 COPLEY SQUARE AIR RIGHTS

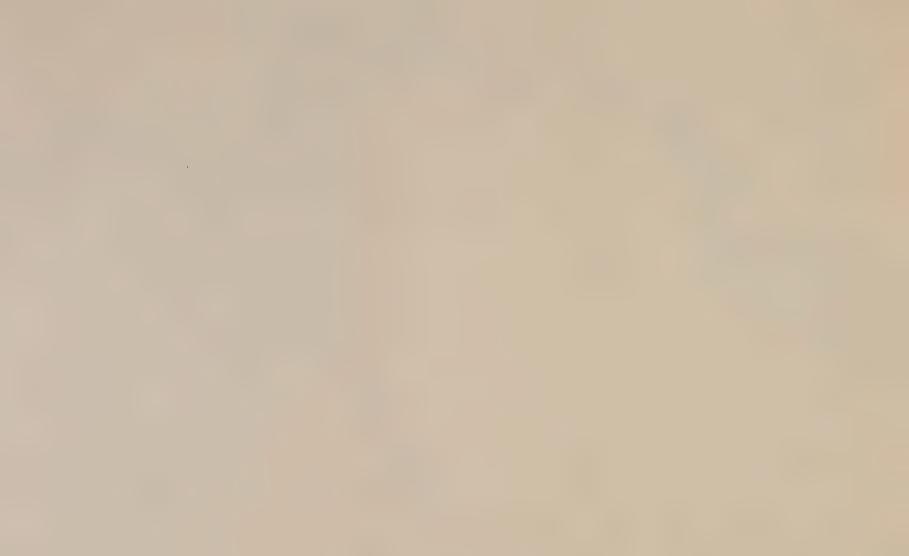
12 HYNES AUDITORIUM

13 PARK PLAZA

14 LAFAYETTE PLACE

15 WATERFRONT

16 CROSSTOWN INDUSTRIAL PARK



LAND USE COMPONENTS PROPOSED FOR MAJOR DEVELOPMENT SITES

		tto Ant		D-4-H	l Manufacturina	Danking	Institutional	Arena	Convention Center	Trade Center
	Housing	Hotel	Office	Retail	Manufacturing	Parking		Alella	Convention Center	
In Ft. Point Channel									•	
Boston Marine Ind. Pk.										
Penn-Central					•					19
wn & Cities 'roperties, Inc.			•					18	•	
Athanas (Piers 1-3)			•	•						
arlestown Shipyard				•	-					
ith Station			•							
eather District	•				-					
rth Station		10	•			-		•		
inal Street	•									
pley Sq. Air Rights	•		•	•		-				
es Auditorium										
· K Plaza	m	•								
yette Place		•				-				
« lerfront	e					•				
rosstown Ind. Pk.										

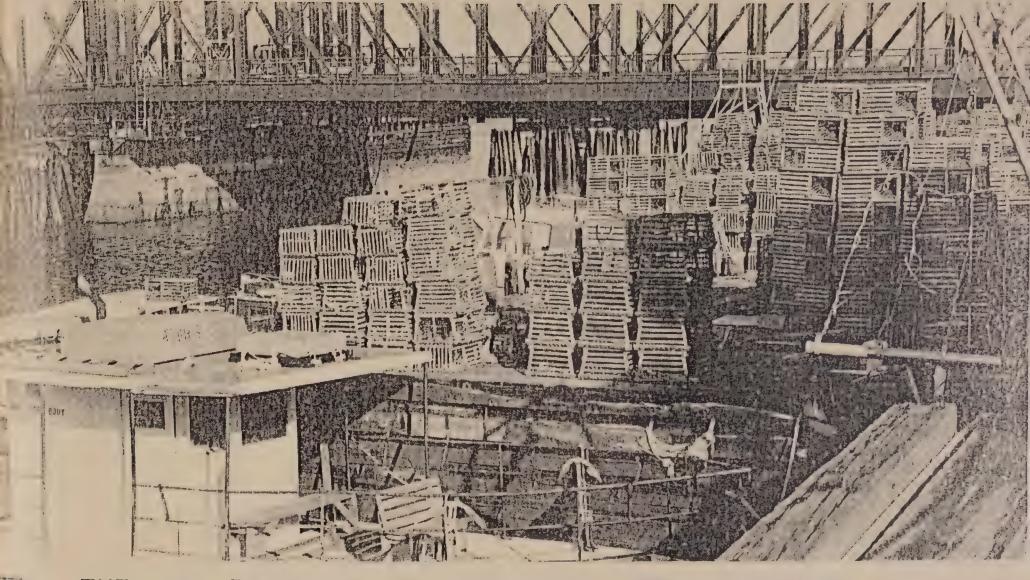


THE POTENTIAL TIMING OF DEVELOPMENT SITE COMPONENTS

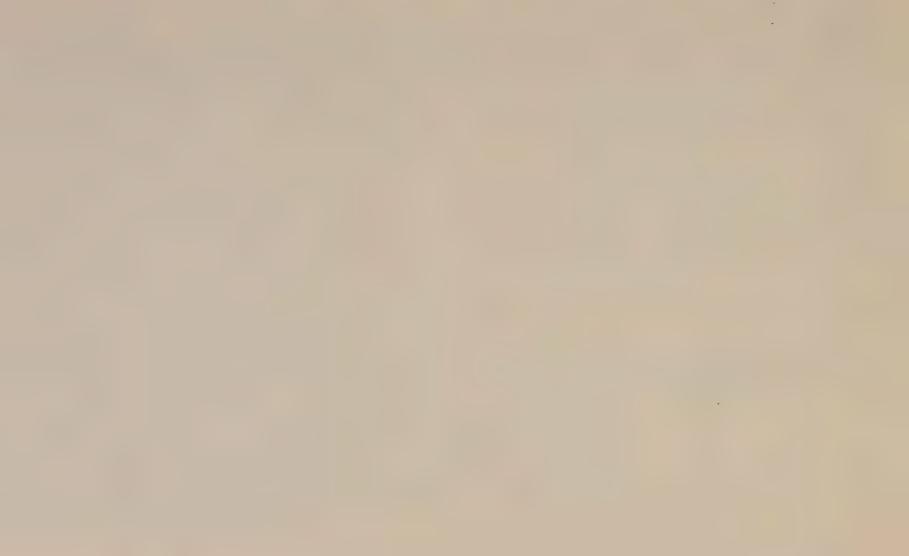
	Housing	Hotel	Office	Retail	Manufacturing	Parking	Institutional	Arena	Convention Center	Trade Center
			011100	Ketan	mandracturing	raiking	mstitutional	Alelia	Convention Center	Trade Cerner
In Ft. Point Channel								A	A	
Boston Marine Ind. Pk.					A					
Penn-Central					Δ					A
Fown & Cities Properties, Inc.	A		A		A	A		A		
Arrsinas (Piers 1-3)	A	A	A	A		A				
Filestown Shipyard	A W		Δ	D	0		A			
th Station		A O	0			AN				
· ther District	Δ				0					
'r nth Station			0			A		A	A	D
Street	Δ		ΔΠ							
ey Sq. Air Rights	Δ	A	A	A		A		A	A	
Hynes Auditorium									A	
Plaza	A	A	A .	A		A				
Lafayette Place		A		A		A				
w terfront	A	A		A		A				
stown Ind. Pk.					A					

 [▲] Could proceed now (1-4 years); current developer interest.
 △ Could proceed now (1-4 years); no current developer interest.
 ■ Might proceed later (5-10 years); current developer interest.
 □ Might proceed later (5-10 years); no current developer interest.





THE FORT POINT CHANNEL AREA INVESTMENT PROGRAM



VI. FORT POINT CHANNEL INVESTMENT PROGRAM

The Planning and Development Program recommended in this study for the Fort Point Channel Area indicates a potential public and private investment program totaling about \$307 million over the next ten to fifteen years. Private investment opportunities represent about \$223 million. Of the remaining \$84 million, approximately \$14 million would be City funds allocated to public infrastructure; \$22 million of State and Federal funds would be targeted primarily for transportation improvements; the remaining \$48 million would constitute bonding authorization for construction of the area-convention center by the Municipal Arena Authority.

By far, the majority of these investment components, particularly the transportation improvements, are already well advanced in the planning and design stages while other components are being discussed seriously by existing landowners and various financial institutions.

Based upon the development program outlined in this study, preliminary analyses indicate that completion of the various developments in the Fort Point Channel Area could return over \$10,500,000 per year in tax revenues to the City.

Finally, the development program proposed for Fort Point Channel Area would generate over 9,000 permanent jobs. Of these jobs, nearly 2,000 are in manufacturing, 1,600 are in the trade sector, and remaining 5,400 are in the service sector.

The tables on the following pages outline the Fort Point Channel Investment Program in detail.



POTENTIAL CAPITAL INVESTMENT EAST OF FORT POINT CHANNEL

Proposed Capital Investment Project	Estimated Cost (millions)	Source of Funds
New Northern Avenue Bridge	\$ 10	State/Federal
Seaport Access Road	5	State/Federal
Water, sewer and street improvements	6	City
Waterfront parks, public promenades and other public amenities	5	City/State/Federal
Piers 1 - 3 Hotel (1,000 rooms), housing (1,000 units), office (100,000) s.f.), restaurants, shops, marina, parking	85	Private
Town and Cities Properties, Inc. (north of Summer Street) Conversion and upgrading of structures for housing (300 units) and commercial use New housing (200 units)	20 10	Private Private
Town and Cities Properties, Inc. (south of Summer Street) Arena (17,500 seats) Convention Center (150,000 s.f.) Parking (2,500 cars) Pedestrian bridge Penn-Central properties	26.3 8.3 12.5 1.0	Municipal Authority Municipal Authority Municipal Authority Municipal Authority
Trade Center (800,000 s.f.) Industrial Park (800,000 s.f.)	36 28	Private Private
Total	\$253.1	



POTENTIAL CAPITAL INVESTMENT WEST OF FORT POINT CHANNEL

Proposed Capital Investment Project	Estimate (million		nds
Private office (Sheraton site)	\$ 40	Private	
Commercial space (Rowes and Foster's Wharves)	2	Private	
Harbor Islands Terminal	3	State	
Fort Point Channel marina and commercial space	2	Private	
Waterfront parks, public promenades, and other public	improvements 7	City/State/Fed	deral
	Total \$ 54		

POTENTIAL CAPITAL INVESTMENT (MILLIONS)

	City	State/Federal	Private*	Ratio of City/Private
West side of the Channel	\$ 5	\$ 5	\$ 44	\$1/9
East side of the Channel	9		227.1	<u>\$1/25</u>
Total	\$14	\$ 22	\$271.1	\$1/19

^{*}Includes \$48.1 million in municipal authority funds.



PERMANENT JOBS GENERATED BY PROPOSED DEVELOPMENT OF FORT POINT CHANNEL AREA

Piers 1-3	<u>Jobs</u>
Hotel (1,000 rooms @5 /worker) Office (100,000 sq.ft. x85% effic. factor @200/worker) Restaurant/Shops (200,000 sq.ft. @ 300/worker) Marina (500 slips @100/worker) Parking (1,500 spaces @150/worker)	200 425 667 5 10
Sub-Total	1,307
Town & Cities Properties, Inc. (south of Summer Street)	
Arena (17,500 seats @60/worker) Convention Center (150,000 sq.ft. @600/worker) Parking (2,500 spaces @150/worker)	292 250 17
Sub-Total	559
Penn-Central Properties	
Trade Center (800,000 sq.ft. @500/worker) Industrial Park (800,000 sq.ft. @400/worker)	1,600 2,000
Sub-Tetal	3,600
West of Fort Point Channel	
Sheraton site office (800,000 sq.ft. x 85% effic. factor @200/worker) Rowes & Foster's Wharves commercial space	3,400
(40,000 sq.ft. @300/worker)	133
Harbor Islands Terminal Fort Point Channel Marina (750 slips @100/worker)	10 8
Fort Point Channel commercial space (20,000 sq.ft. @300/worker)	67
Sub-Total	3,618
GRAND TOTAL	9,084



NEW TAX REVENUES GENERATED BY FORT POINT CHANNEL AREA AFTER COMPLETION OF DEVELOPMENT

1.	Piers 1-3 800-room hotel 1,000 units new housing (400 rental, 600 condominiums) 1,500 parking spaces 500-space marina 600 restaurant and commercial spaces (300,000 s.f.)	\$ 560,000 2,375,000 300,000 125,000 620,000
	Sub-Total	\$ 3,980,000
2.	Town and Cities Property (north of Summer St.) 300 units rehabilitated/converted housing 900,000 s.f. rehabilitated office, commercial and industrial 200 units new housing	\$ 420,000 1,240,000 210,000
	Sub-Total	\$ 1,870,000
3.	Penn-Central Properties 10-acre Trade Market (120,000 s.f.) 20 acres industrial (800,000 s.f.) Sub-Total	\$ 95,000 1,000,000 \$ 1,095,000
4.	Atlantic Avenue 800,000 s.f. office restaurant commercial	\$ 2,160,000 280,000 225,000
	Sub-Total	\$ 2,665,000
5.	Fort Point Channel Public Marina 750-space marina commercial space	\$ 188,000 65,000
	Sub-Total	\$ 2 53,000
6.	Spin-off impacts on immediately surrounding properties	\$ 650,000
	Total all areas	\$10,513,000



BOSTON REDEVELOPMENT AUTHORITY

Robert L. Farrell, Chairman Joseph J. Walsh, Vice-Chairman James G. Colbert, Treasurer James K. Flaherty, Ass't Treasurer James E. Cofield, Jr., Member Kane Simonian, Secretary

Robert F. Walsh, Director

SOUTH STATION

B65R.F0

Fort Point Channel Study

